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ABSTRACT

This report details a plan for adult education in Connecticut. It reviews the current state of adult education services and recommends a series of important steps to help meet adult education needs through the year 2000. A four-phase planning process that was used to focus on the critical issues and identify specific actions to meet adult education needs is summarized. The phases are: issue identification, external and internal issues analysis, strategic plan development, and implementation. Findings are then presented from the external and internal issues analyses. Four categories of external (global) issues are discussed: demographic, economic/technology, regulatory, and social/political. The analysis points to three critical factors: changing demographics, changing job requirements, and changing life patterns. The internal issues analysis focuses on the Connecticut Department of Education's organizational and operational strengths and weaknesses. Recommendations are made for a planning perspective, a policy commitment and a policy statement, directions for program improvement, and critical actions. Some study materials are appended. (YLB)

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LOOKING TO THE 21ST CENTURY:

A Strategic Plan for Adult Education

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Adult Education Study Committee

February 1985

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LOOKING TO THE 21ST CENTURY:
A STRATEGIC PLAN FOR ADULT EDUCATION

INTRODUCTION

One hundred years ago, in January 1885, the State of Connecticut legally established the concept of educating adults through the public schools. Since then, programs for adult learners have grown and diversified. Yet, they have remained a tangential part of the public school system, despite the thousands of students educated.

Now at the start of the second century, crucial economic, labor and societal projections point to the rapidly increasing importance of adult education within the educational spectrum and indicate the need of the State Board of Education to mainstream adult education efforts. The State Board of Education should begin to consider the education of undereducated adults as important as that of in-school youth.

The State's prosperity depends on a strong economy and the availability of a work force with strong academic basic skills. Connecticut's changing demographics say that the major sources of the labor pool will be adults needing retraining or adults and out-of-school youth whose lack of basic educational skills now make them unemployable.

THE CAUSE FOR CONCERN

To make those potential new workers productive for themselves and their employers is going to be an enormous educational challenge. Consider the following facts:

- In 1980 approximately 600,000 persons over the age of 20 lacked a high school diploma in Connecticut
- Of those without a diploma, nearly 30% were between the ages of 20 and 44
- Less than 1% of the 600,000 completed secondary school or its equivalent in 1984
- Among minorities, 43% of Black adults had not completed high school as of 1980, and 59% of Hispanics never finished secondary school
- The percentage of minorities in the total adult population will increase from 12% in 1980 to 25% by 2000
- In a recent JTPA program in Hartford, over one-half of the applicants for job training were rejected due to lack of basic academic skills.
- In 1980, approximately 23,700 youth aged 16 through 19 left school before completing secondary school or its equivalent.

- By 2000, 75% of all adult women will be working; yet in 1980 nearly two-thirds of female adults had diplomas, and minority female youth had the lowest educational level of any group.

- In fiscal year 1984 only about 40,000 of the target 600,000 undereducated adults were enrolled in adult basic skills programs.

- Current expenditures for adult basic skills education comprise only 0.29% of the total State Department of Education budget.

- The median age in Connecticut will increase from 31 years in 1980 to 38 years by 2000.

When we look at census data and program figures, we see that adult basic skills programs are serving a minute portion of the educationally needy. We also see hundreds of thousands of out-of-school youth and adults who are undereducated, and consequently, unemployed or underemployed. Resultingly, the costs in terms of social services expended and tax revenues lost impose prohibitively high financial implications for the State.

PURPOSE OF THE STUDY

In January 1984, Commissioner Gerald Tirozzi presented Connecticut's Challenge: An Agenda for Educational Equity and Excellence to the State Board of Education. This document identified the directions and initiatives by which the State Board and its staff agency, the State Department of Education, proposed to improve the State's educational program. Among the major initiatives which the Board adopted in the report was that of enhancing educational opportunities for adults.

In view of the dramatic statistics cited above, it is commendable that the Board has affirmed its awareness of the educational needs of Connecticut's adult population in the areas of:

- adult basic literacy
- adult occupational skill training
- adult retraining.

To help the Board determine future directions in adult education, the Adult Education Study Committee was formed. The 26 member committee was composed of representatives from education, municipal and state government, citizen groups, business, labor, the General Assembly, and volunteer organizations. Assisted by consultants from Arthur Andersen and Company and the Bureau of Community and Adult Education of the State Department of Education, the Committee has worked hard to prepare this plan for presentation to the Board.

The plan, as detailed in this report, reflects the beliefs of the Committee. It reviews the current state of adult education services in Connecticut (with reference to those within the purview of the State Board of Education) and recommends a series of important steps to be taken to help meet adult education needs through the year 2000.

The Scope of Adult Education

Adults engage constantly in a variety of learning events. Some are individual self learning experiences and others are formalized activities, classes, courses or programs. Some address the personal interest aspect of the adult's life while others have a decided academic or occupational orientation. Many diverse organizations operate adult education programs. Public schools, institutions of higher education, public libraries, employers, and community organizations are among the major providers. Appendix A contains a brief overview of the diversity of adult education programs and major sponsors within the state.

Focus of Study

The Committee's attention and its ultimate recommendations concern only those aspects of adult education within the purview of the State Board of Education. Included here are adult basic skills education programs for basic literacy and academic skills, secondary school completion, and English-as-a Second Language. Also included are fundamental vocational training programs directed principally toward severely undereducated adults. (See Appendix B for definitions of program offerings)

The Committee's prime concern was to improve and expand adult education efforts which:

- reduce adult illiteracy
- help educate the structurally unemployed
- reach the target undereducated populations to improve their quality of life.

The major adult education student target is adults 16 years of age or older, out of school (with or without a diploma) who lack basic academic skills. While undereducated adults can be found in any group, critical programmatic attention should be directed towards Blacks, Hispanics, youth, and women in urban and economically depressed rural and suburban areas.

THE PLANNING PROCESS

To understand how the Committee developed the recommendations presented in this plan, it is important to summarize the four phase planning process it used to focus on the critical issues and identify specific actions to meet adult education needs.

Phase I: Issue Identification

The Committee identified strategic issues pivotal to the success of adult education programming and trends that represent both opportunities for and constraints on the current adult education system. Specifically, economic, demographic and fiscal factors were examined by identifying those issues or situations which could have a positive or negative impact on adult education.

Phase II: External and Internal Issues Analysis

Once identified, the strategic issues were categorized as external or internal. The external issues analysis pinpointed the major opportunities or challenges to adult education which cannot be controlled by the State Board of Education but affect the successful achievement of strategic goals. Specific factors evaluated included:

- demographic trends
- social forces
- state and national economy
- technology
- federal regulations
- societal changes.

The internal issues analysis focused on understanding the State Department of Education's internal strengths and weaknesses with respect to its ability to provide adult education. Specifically, this evaluation concentrated on adult education's

- performance in reaching target populations
- organizational structure and management skills
- state regulations
- funding levels.

From these analyses, a policy goal, five strategic directions, and a number of critical actions were identified as being important to the success of adult education programming.

Phase III: Strategic Plan Development

In this phase, the Committee prioritized the critical actions identified in Phase II. This plan is the result of this deliberative phase. It reflects what the Committee believes are the most important concerns in educating Connecticut's adults and offers, for Board consideration, suggestions for improving programs and services.

Phase IV: Implementation

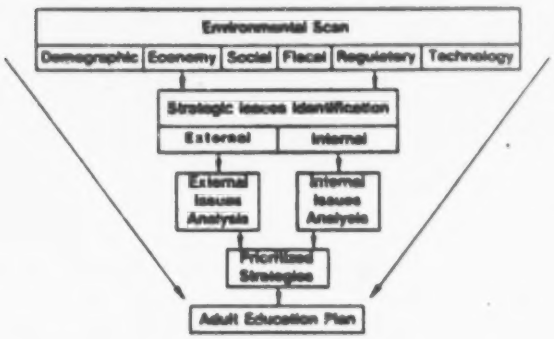
The Committee recommends that its proposed implementation plan be used to monitor the timeliness and performance of the individual strategies.

Exhibit I graphically depicts the strategic planning process the Committee used:

Exhibit 1

Adult Education

STRATEGIC PLANNING PROCESS



STUDY COMMITTEE FINDINGS

The Study Committee devoted significant time to analyzing the external and internal issues which affect current and future programming. This section presents the findings from our external and internal issues analyses.

EXTERNAL ISSUES

External issues are those global issues over which the State Board of Education and Department of Education have little, if any, control. The Committee divided these issues into the following categories:

- demographic
- economic/technology
- regulatory
- social/political.

Within each major category are several issues which, as they evolve, could affect adult education. Consequently, each issue was analyzed not only in terms of its probability of occurrence but in terms of its impact on adult education should it occur.

The principal points relating to demographic, economic/technologic and regulatory issues are drawn from a series of graphs and charts representing significant statistical data. Many social/political concerns also come from studying these data. However, other concerns emerge from a paper on future societal trends written by two members of the faculty of the University of Connecticut School of Education. This "Futures" paper, entitled "Resolving the Dilemma: Where Do We Go From Here?", looks at prospective societal shifts and their potential impact on adult education. The highlights of the paper, as well as the data relating to each external issue, are discussed in the Social/Political Issues section of this paper.

DEMOGRAPHIC ISSUES

The series of charts and graphs detail the demographic realities which are expected to have the highest probability of occurrence and greatest impact on adult education within the next 15 years. These realities collapse into five main points:

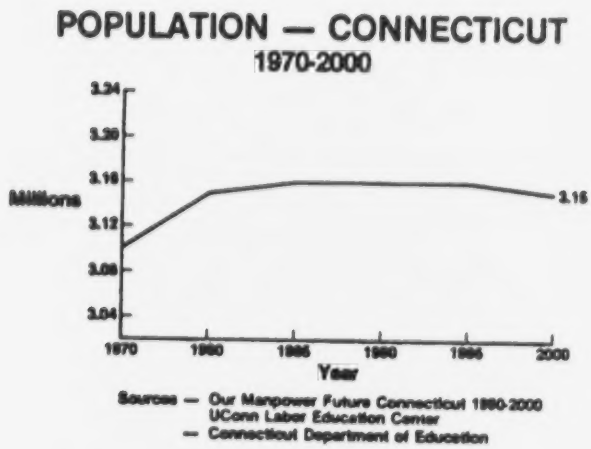
- changing population mix
- different education attainment
- differences in educational attainment among Blacks, Whites and Hispanics, as well as between men and women
- changing characteristics of the labor force
- declining school enrollments
- growth of target populations by location.

As target adult populations continue to increase, particularly in urban locations, the State will face increased demands for delivering adult education services to these adults.

Changing Population Mix

Exhibit 2 below indicates that the population in Connecticut will remain relatively stable over the next 15 years. What will shift dramatically, however, is the relative percentage of people within the population age groups.

Exhibit 2

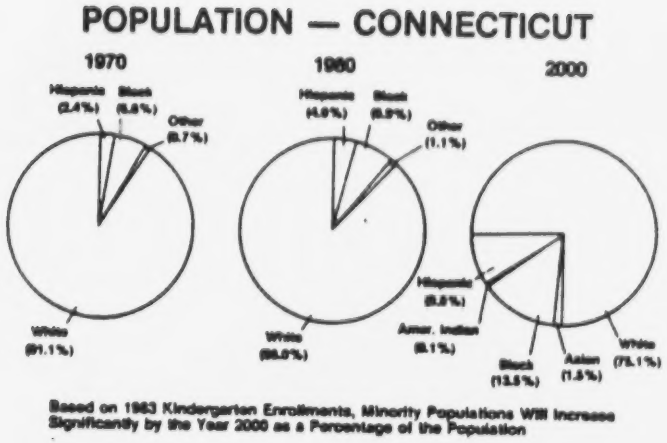


Critical to this study are the following facts about the "greying" of the State:

- The median age of a Connecticut resident will increase from 31 years in 1980 to 38 years in 2000.
- The greatest population increase will be in the 35-54 age group.
- The greatest decline will be in the youth, aged 16-24,(a fact already reflected in declining school enrollments).

In terms of the racial breakout of the population, the data also show some significant changes. Exhibit 3 illustrates the change in racial composition of the State's population projected to occur from 1970 to 2000:

Exhibit 3



Based on 1983 Kindergarten Enrollments, Minority Populations Will Increase Significantly by the Year 2000 as a Percentage of the Population

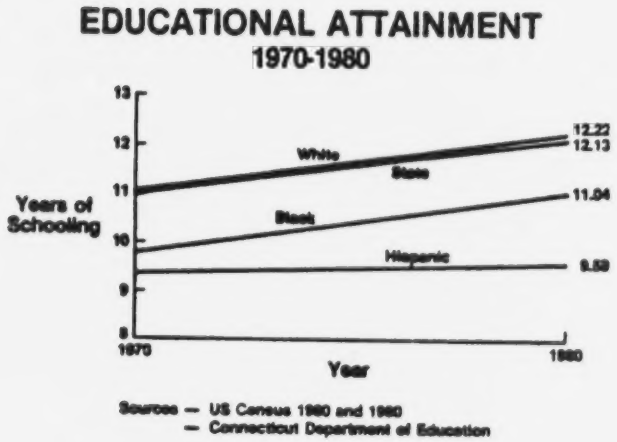
Notably we see that minority groups will comprise nearly 25% of the population, up from 12% in 1980. Among minority groups Blacks will comprise approximately 13.5% and Hispanics 9.5% of the total population.

Educational Attainment

Race:

The impact of these population figures becomes clearer when viewed in contexts relating to educational levels and composition of the State's labor force in the next 15 years. Exhibit 4 reveals that Black and Hispanic adults lag significantly behind Whites in educational attainment.

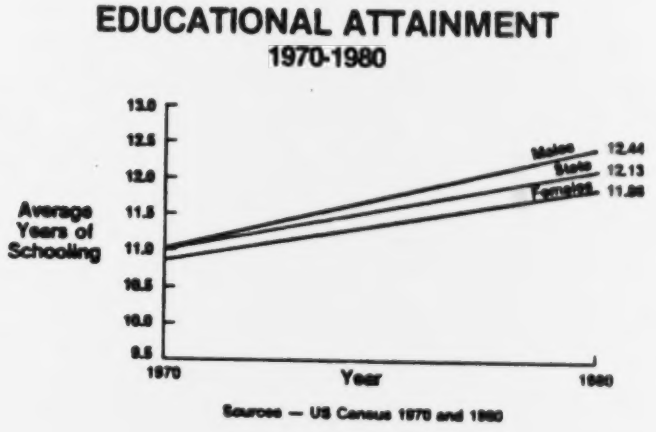
Exhibit 4



In 1980, 43% of Connecticut's Black adult population lacked a high school diploma while 59% of the State's Hispanic adults never completed secondary school. As the chart shows the average Hispanic adult had less than a 10th grade education in 1980.

Sex:
When the education levels of the population are analyzed by sex (Exhibit 5), the facts reveal that in the decade from 1970 to 1980, young females in Connecticut do not on average complete high school.

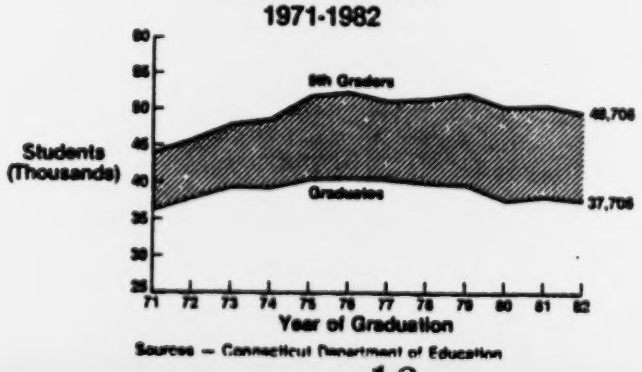
Exhibit 5



Experience demonstrates that adult women are more likely to be functionally illiterate than men and that minority women have the least educational attainment levels of any group.

Youth:
Compounding this issue, over 120,000 students have left Connecticut's elementary and secondary schools between 1971 and 1980, as shown in Exhibits 5 and 6. While a small portion of this 120,000 figure is attributable to students changing schools, moving, or the like, most of the students leaving school are, in fact, dropping out of any formal educational activity. By the year 2000 these dropouts will be middle aged adults needing to survive in society.

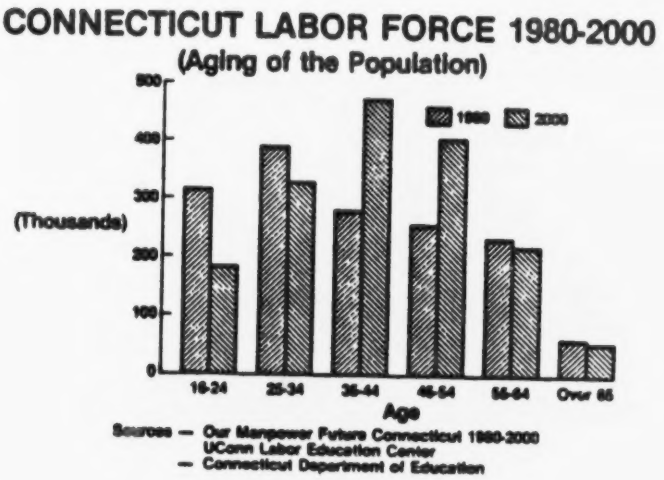
Exhibit 6



Composition of the Labor Force

The aging of the State's population will have a profound impact on Connecticut's labor force. Exhibit 7 contrasts the State's labor force in 1980 with that projected in the year 2000 by age cohorts.

Exhibit 7



As the graph shows, the sharpest population decrease will come in the 16-24 year age group, the group which has traditionally served as the source of most entry level employees. Additionally, by 1990 four out of five households will not include children. Thus the labor force will be increasingly composed of older adults either entering the labor force for the first time or shifting into new areas of employment.

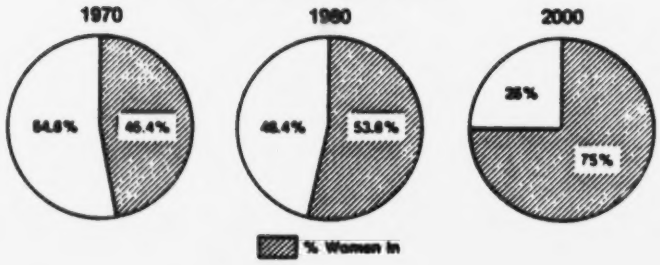
In addition to the changes projected in the age of workers, the numbers of women entering the world of work will bring major transformations in the labor market. Social and economic factors such as:

- increased need for two income families
- increased numbers of women as single heads of households
- increased numbers of women pursuing careers outside the home

will result in a shift from 1970 when 45.6% of women were working to the year 2000 in which 75.0% of women will be working.(See Exhibit 8)

Exhibit 8

WOMEN IN THE CONNECTICUT LABOR FORCE



Sources — U.S. Census 1970 and 1980
— Megatrends — John Naisbitt

Implications for Adult Education

The reality of an aging labor force and significant increases in populations with urgent educational needs signal a major policy decision for the Connecticut State Board of Education regarding the department's role in adult education for the next 15 years. The complexities of survival in an environment characterized primarily by change will require that all undereducated adults be provided learning opportunities which enable them to adjust. Added demands for basic skills education and training services will strain the resources of the current system. In addition, dramatic differences in educational levels and needs among Black, Whites and Hispanics, and between men and women will require ways to provide specialized education services to each target group in an effective and accountable fashion.

ECONOMIC ISSUES

Economic concerns are another of the four environmental areas potentially affecting adult education. The committee reviewed several major issues relevant to the economic health of the State including:

- unemployment
- occupational need changes
- industry changes
- demands for job training
- new urban/suburban employment opportunities
- new rural employment opportunities.

Industrial Changes

The following Exhibits 9 and 10 highlight the major shifts anticipated in the next 15 years in both the kinds of industries and the kinds of jobs which sustain the State's economy.

As Exhibit 9 shows, Connecticut employers anticipate the largest percentage of growth in future jobs to occur principally in occupational areas requiring advanced skills from employees. Exhibit 10 points out that major growth industries will be those increasingly dependent on electronic technology.

Exhibit 9

Connecticut

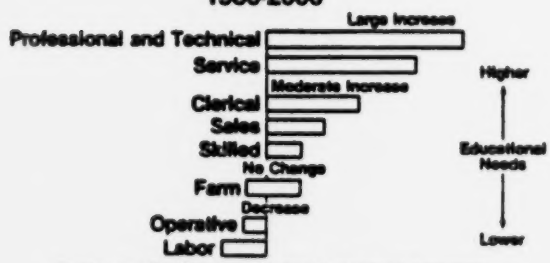
EXPECTED EMPLOYMENT CHANGES BY INDUSTRY 1980-2000

Sources — Our Manpower Future Connecticut 1980-2000
UCONN Labor Education Center

Exhibit 10

Connecticut

EXPECTED OCCUPATIONAL NEED CHANGES 1980-2000



Source — Our Manpower Future Connecticut 1980-2000
UCONN Labor Education Center

Training Needs

The implications of the "Information Society" with its emphasis on computers and other hi-tech tools suggest that employees will be required to demonstrate competencies in areas of technical, interpersonal, and basic communication skills. Proficiency in basic literacy and numeracy skills will be a prerequisite for anyone training or working in these advanced skill areas.

Information from the Department of Economic Development indicates that 70% of the new jobs will come from small businesses which usually cannot afford internal facilities to train and retrain their workers. As further research shows, people now entering the work force will change jobs five to six times in their careers. Thus, businesses will increasingly depend on outside education and training facilities to prepare their on-line workers for new tasks. This is especially true of small businesses. The close connection between productive businesses and overall economic welfare of the State suggests that the retraining will be a major responsibility of public educators.(See later reference to recommendations made by the Joint Planning Committee for Post-Secondary Vocational Education.)

New Employees

Because the traditional pool of entry-level employees is drying up, employers will have to find their new employees from demographic groups new or formerly unacceptable to them. These groups include:

- older workers
- women, especially low-income women and displaced homemakers
- minority youth
- undereducated adults whose low skill level previously made them unattractive employment prospects.

Before they can function as productive employees, these populations will require extensive preparation in basic skills, work place related behavior and attitudes, and occupational training.

Implications for Adult Education

When we look at the economic issues in conjunction with the demographic changes of the next 15 years, we can anticipate that both employers and employees will look to adult education to meet their education and training needs. Regardless of the reader's perspective, the following economic realities in the State's future are a strong challenge to the adult education system:

Job Changes

As job requirements change, and as adults need to change jobs, adult education programs will be challenged to meet the needs of Connecticut's adults.

Industry Changes

As Connecticut industries change and grow, so too will the need to maintain a competent labor force. Adult education will be challenged by these changes.

Demand for Job Training

As business and industry increase their demand for training and retraining, Connecticut's adult education programs are presented with an opportunity to enhance cooperation between public educational services and the private sector.

New Urban/Suburban Employment Opportunities

As employment opportunities continue to develop in urban and suburban areas, an opportunity exists for adult education programs to concentrate their efforts in these areas. These efforts could lead to a stronger coalition between public education and the private sector, as well as increased target population accessibility to adult education programs.

The education system will need a strong adult education component to be responsive. The connection between pre-vocational and basic academic skills instruction and actual job skill training opportunities must be well defined and useful to those in need.

REGULATORY ISSUES

With respect to regulatory issues, the Committee concluded that federal regulations have an influence on adult education (State regulations were considered internal issues). Current federal regulations give Connecticut some latitude in developing adult education programs through the following legislative acts:

Funds available through the federal Adult Education Act are generally unrestricted as to their use in providing adult basic skills programs.

Job Training Partnership Act (JTPA) funds serve the economically disadvantaged. A key point is that 40% of the funds must be spent on youth 16-24 years old. This age cohort is an important target group for basic adult education programs under the proposed interagency agreement (See Critical Action V).

The Vocational Education Act gives adult education program providers flexibility in spending federal funds. It allows for:

- New curriculum development
- Equipment
- Exemplary programs
- Instructional staff.

Although these federal regulations have given the State some flexibility in developing programs, it is important to recognize that federal Adult Education Act allotments to Connecticut have been declining both in constant and inflated dollars. Futhermore, as the federal influence declines in terms of both policy initiatives and implementing monies, the role of State agencies will assume progressively greater significance.

Accordingly, as the State plans for improved adult education programs, it will have to look to funding sources other than federal funds.

SOCIAL/POLITICAL ISSUES

Several social/political concerns were identified by the Study Committee during the analysis of external issues. Most of the concerns emerged as a result of analyzing the consequences of the previously discussed demographic, economic and regulatory issues. Viewed together they suggest major shifts in the way we live.

These shifts were examined in the previously mentioned paper entitled "Resolving the Dilemma: Where Do We Go From Here." Researched and written by Patrick Mullarney, Ph.D. (a member of the committee) and Linda Lewis, Ed. D., this paper offers some provocative suggestions on how society will change. Some of the more significant projections include the following ideas:

- Society will move from an industrial age characterized by mass industrialization, tightly structured societal relationships, and strong community identities into an information age where technological and communication advances diminish the need for the individual to depend on traditional social stuctures for learning, working and coping.

- Individuals will shift from living life in a linear pattern in which the main activities of life are realized sequentially in that

  - formal education occurs primarily in the younger years,
  - work during the middle part of life, and
  - leisure for the later or retirement years

  to a "blended life-pattern" in which education, work and leisure occur and recur alternatively throughout life.

- People, at all stages of their lives, will place increased emphasis on successful transition in and out of school, work, or leisure activities.

- Adults will make up to six significant job changes accompanied by accepted periods of relearning and retraining.

- Society will experience a shifting perspective on life that speaks to the "death of permanence" and requires increased individual capacity to plan in ways that are both bold and flexible.(See Appendix C for complete text of paper.)

Implications for Adult Education

The adult education implications of this look at the future are multiple and exciting. A society constantly in flux, one which requires continuous adaptability from its citizens, must supply a constant source of learning to help people cope with their changing lives and expectations.

SUMMARY OF EXTERNAL ISSUES ANALYSIS

Although there are many external issues that may have an effect on adult education, the external issues analysis undertaken by the Committee points to three critical factors:

- changing demographics
- changing job requirements
- changing life patterns.

The aging population, coupled with the changing characteristics of the labor force where more women and minorities are entering the labor market with lower levels of educational attainment, and the declining number of youthful job entrants, means that increasingly more emphasis will have to be placed on basic education and training for adults.

Connecticut's job requirements are shifting in response to employer demands for professional, technical and service employees. State adult education programs will be challenged significantly to provide programs that will maintain a competent work force, as well as help employers remain competitive in response to constant technological changes.

Programs which currently offer adult basic skills instruction will need to expand their notion of "basic skills" beyond the traditional areas of reading, mathematics, and language proficiency. As we move toward the 21st century, basic skills will include concepts of problem solving, abstract thinking, and ability to react to change. The computer revolution will offer new tools for learning which program staff will learn to use and make available to students. Basic skills programs must be able to help students move into jobs or higher level training programs.

In every aspect of life the increased demands for information and constantly changing stresses in life require an educational system that will respond appropriately to an individual's learning needs regardless of one's age.

INTERNAL ISSUES

Having reviewed the principal constraints and opportunities by which the realities of the environment will affect the shape of adult education, the Committee next analyzed the current state of the adult education system itself. It examined the internal program issues over which the State Board of Education, State Department of Education or General Assembly can exert influence or control. Examples of program concerns include human and physical program resources, state fundings, specific policies, and regulations.

The key to this analysis is the identification of the Department's organizational and operational strengths and weaknesses. They were developed under the three headings of:

- policy and resources
- financial
- state regulations.

PERFORMANCE INDICATORS

In addition to the major issue areas, a series of performance indicators was developed to assess the current effectiveness of adult education programming.

The first part of this section presents charts and graphs of critical performance indicators. These indicators help focus on the strengths and weaknesses of current adult education programming. Specifically they address the following four areas:

- performance of the State Department of Education in reaching those in need of basic skills training
- facts on undereducated adults' participation in current adult education programming
- ways adult education programming is organized and delivered.
- State and Federal funding for basic adult education.

Taken together, the information from these indicators summarizes how the adult education system looks today and where it needs reshaping. Note that with the exception of Exhibits 18, 19, and 25, all exhibits refer to adult basic skills programs and resources.

Included as well is a table illustrating the historical placement of adult education within the Department. This table is essential to understanding the changing responsibilities and priorities given to adult education through the years.

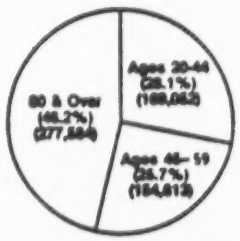
REACHING THOSE IN NEED OF BASIC SKILLS TRAINING

In 1980 there were approximately 600,000 adults aged 20 and over without a high school diploma. Although the lack of a diploma is not in itself an indicator of basic skills deficiences, it gives a strong idea of the scope of the problem. The picture gets aggravated by the fact that these figures do not include (1) the estimated 23,700 youth, primarily urban, aged 16-19 who have left school and (2) the number of persons with diplomas who are deficient in basic literacy and academic skills.

Exhibit 11 gives an age breakout of the 600,000 target population in the 20 years and older group. It is accompanied by Exhibit 12 which contrasts the numbers in the 20-44 age cohort between the 1970 census and the 1980 census. It is important to keep in mind that this figure does not include the previously mentioned young adults. Estimates, based on the 1980 census, indicate that about 8,000 16 and 17 year olds and 15,700 18 and 19 year olds fall into the target population category.

Exhibit 11

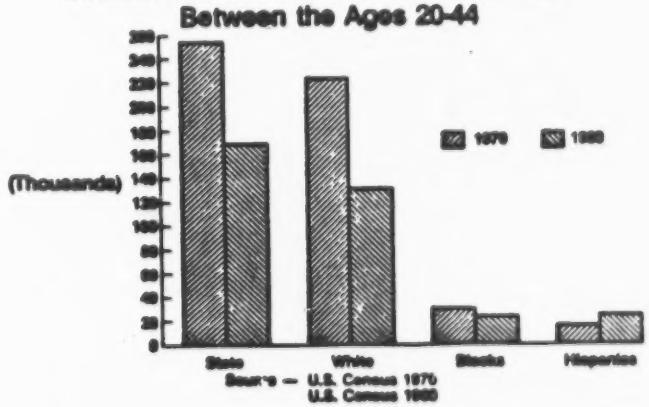
ADULTS WITHOUT HS DIPLOMA
Ages 20 & Over — 1980



Source — Connecticut Department of Education
Bureau of Community and Adult Education
— U.S. Census 1980

ADULTS WITHOUT HS DIPLOMA
Between the Ages 20-44

Exhibit 12



Source — U.S. Census 1970
U.S. Census 1980

As the chart shows, even though the numbers have decreased overall in the decade, lack of education remains a severe problem for the cohort which represents the core of the work force. It hits every segment of the population. Note the following facts:

- Since 1970 the number of Hispanic adults age 20 to 44 without a high school diploma increased 53%.
- Since 1970 the number of Black adults without a diploma decreased 8%.
- Since 1970 the number of White adults without a diploma decreased 40%.

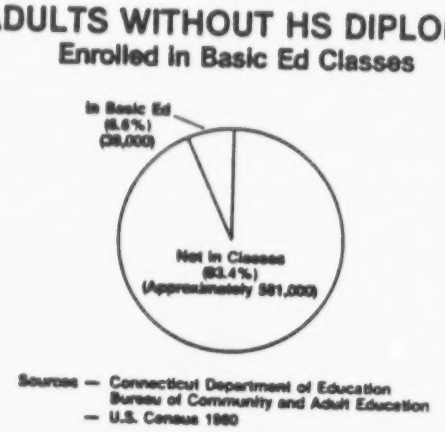
PARTICIPATION IN ADULT EDUCATION BASIC SKILLS PROGRAMS

Although the exhibits above indicate a major programmatic need on the part of the target population, the following graphs demonstrate that only a fraction of those needing adult education actually participate.

Enrollment:

Exhibit 13 demonstrates that in FY 1983, only 39,000 of the target population actually attended adult basic skills classes conducted in accordance with State statutes.

Exhibit 13



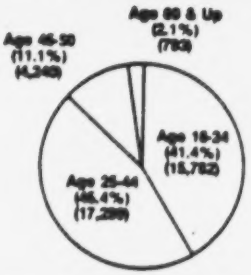
Approximately 12,500 of those participants enrolled in English as a second language program while the remaining 26,500 were engaged in basic education or secondary school completion courses.

As Exhibit 14 shows, the attendance in the basic skills programs is dominated by the 16-24 and the 25-44 year old age cohorts. Participants in these age groups normally return to class to acquire the basic knowledge or credential, lack of which is hampering their progress in the work world.

The Adult Education Program may be picking up a substantial number of young people who have dropped out of Connecticut High Schools, but the younger students often pose special challenges to the adult education programs. They frequently have motivation levels and social needs that are very different from those of older students in the classes.

Exhibit 14

BASIC ADULT ED PROGRAMS
Attendance by Age 1982-83

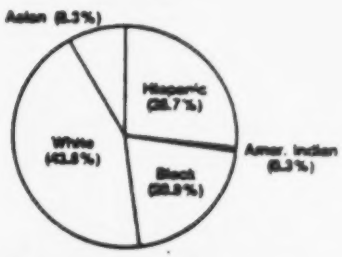


Source — Connecticut Department of Education
Bureau of Community and Adult Education

When the same program enrollment figure is analyzed by racial and ethnic groups (Exhibit 15), we see that participation is spread across all major categories including a growing Asian contingent which primarily takes English as a Second Language (ESL) classes. Although 59% of Hispanic adults lack a diploma, most Hispanics attend ESL rather than basic skills or secondary school completion programs.

Exhibit 15

ENROLLMENT — BASIC EDUCATION PROGRAMS
1982-83



Source — Connecticut Department of Education
Bureau of Community and Adult Education

We see further evidence of adult basic skills programs needing to do a better job of recruiting undereducated minority populations by observing that while 43% of Black adults lack a diploma, Blacks comprise only 21% of the enrollees. This pair of figures contrasts unfavorably with the equivalents for Whites. While 18% of White adults lack a diploma, they made up 44% of the program enrollment.

Completion and Attrition:

There is strong evidence that adult education can help people improve their lives. Exhibit 16 below shows a partial list of student achievement in the 1982-1983 program year. Of the approximately 39,000 enrolled, about 8,000, or over 20%, noted some significant advancement as a result of the program. We cannot calculate degree of personal satisfaction realized by each achiever, but social and financial benefits to society at large are apparent in the numbers removed from welfare, now paying taxes because they got jobs, or exercising their civic responsibilities as voters and new citizens.

Exhibit 16

Adult Education

STUDENT ACHIEVEMENT

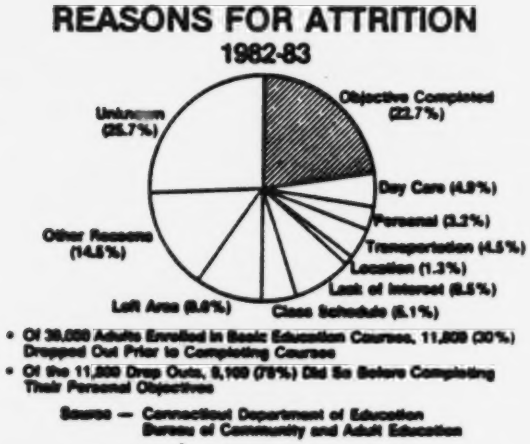
1982-83

Category	Number of Students
Moved from Basic to Secondary Education	1390
Obtained a High School Diploma	840
Passed the GED	2214
Entered Another Education/Training Program	1077
Received U.S. Citizenship	218
Voted for the First Time	218
Obtained a Job or Better One	1722
Were Removed from Public Aid	358

Source — Connecticut Department of Education
Bureau of Community and Adult Education

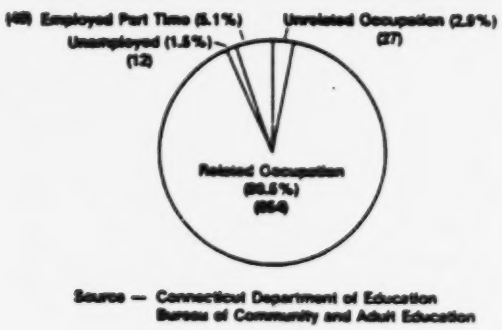
The impact, however, of the positive achievement statistics is somewhat undercut by the high attrition rate. Thirty per cent of the 39,000 enrollees dropped-out. Of 11,300 non-completers during the year, some of the students left the program early because they realized their personal goals. However, 9,100 of them left the program before completing their objectives. Exhibit 17 shows that a combination of factors outside the scope of the instructional aspect of the program contributes to the high leaving rate.

Exhibit 17


REASONS FOR ATTRITION
1982-83
Objective Completed (22.7%)
Day Care (4.9%)
Personal (3.2%)
Transportation (4.5%)
Location (1.3%)
Lack of Interest (8.5%)
Class Schedule (5.1%)
Left Area (9.6%)
Other Reasons (14.5%)
Unknown (25.7%)
• Of 39,000 Adults Enrolled in Basic Education Courses, 11,809 (30%) Dropped Out Prior to Completing Courses
• Of the 11,809 Drop Outs, 9,109 (78%) Did So Before Completing Their Personal Objectives
Source — Connecticut Department of Education
Bureau of Community and Adult Education

Nonetheless, the fact remains that adult basic skills programs must do a better job of retaining students if the State expects to improve substantially the education level of its citizenry. We can see the validity of this statement when we examine the placement rates of adults completing adult education programs in the vocational/technical schools. Of 941 students completing the program (see Exhibit 13), 354 found jobs in a related occupation.

Exhibit 18

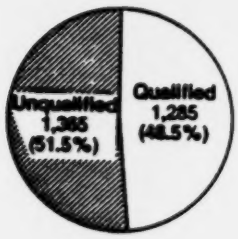


The vocational student is generally much better educated and trained than the basic education students being discussed. However, if basic skills level students can be encouraged to remain in basic education programs long enough to acquire necessary academic and pre-vocational skills, they would also benefit from skill training such as that offered by the vocational/technical school system, and consequently, would be able to be placed in a job.

The fact that basic skills is a prerequisite to training programs is clear from Exhibit 19. Over half the youth applying for a Job Training Partnership Act training program in Hartford in 1984 did not qualify because they did not have the minimal basic skills.

Exhibit 19

HARTFORD JTPA APPLICANTS
Rejection Due to Lack of Basic Skills



Source — Hartford Area Private Industry Council

TRAINING PROGRAMS ARE NOT ENOUGH. WITHOUT SUFFICIENT AND AVAILABLE BASIC SKILLS PROGRAMS, VOCATIONAL SKILL BUILDING OPPORTUNITIES ARE BEYOND THE GRASP OF THOUSANDS.

Delivery System Structure

The exhibits presented in the previous sections on program participants reveal some limitations in delivery system capacity. In part these limitations may be attributed to how the system is supported at the State Department of Education and local program levels

LOCAL LEVEL

The instruction and related student services occur at the local level, primarily through local school districts. They operate in accordance with state statutory requirements (CGS 10-69). According to law, every school district must make basic education services available free of charge to any adult needing them. About 75 districts run programs themselves; others enter into cooperative arrangements with nearby districts; 42 districts are joined in one of four adult education regional programs. Also several community based organizations offer basic skills instruction.

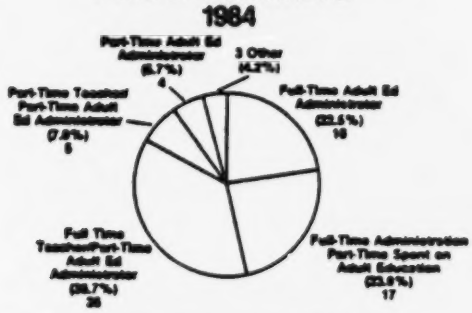
Quality and availability in terms of length of program and location vary enormously in these programs. For example, one local district currently provides only one 10 week-2 hour GED preparation program per year while another runs the GED classes day and night year-round. Depending on where he or she lives, equality of access for the prospective student may become an issue.

One indication of the relative importance or unimportance accorded adult education within a school system is often the way the administrative leadership for adult services is assigned.

Exhibit 20 below indicates that in most school systems the responsibility of running adult and continuing education programs is a part-time endeavor.

Exhibit 20

PROVIDERS OF BASIC SKILLS PROGRAMMING
1984



Source — Connecticut Department of Education
Bureau of Community and Adult Education

Sixteen programs have full-time directors, and four of those manage regional programs which, all told, serve 42 districts. However, in many districts with substantial numbers of undereducated and a major market for general adult learning offerings, the position of program director is only a second job awarded to a full time teacher. In many of these cases the administrator has neither the time nor the energy to deliver a high quality program. Where there are full time directors, serving either one district only or several in a regional model, the availability of adult education services is usually the greatest.

STATE LEVEL

If one looks at Exhibit 21, one may observe that the perceptions of the scope and importance of adult education within the State Department of Education has been remarkably inconsistent over the past 23 years.

Historical Organization of Adult Education

RESPONSIBILITY MATRIX

Bureau Titles & Years

Exhibit 21

Responsibilities	Year:	Bureau of Higher and Adult Education		Bureau of Continuing Education			Bureau of Compensatory and Community and Educational Services		Bureau of Evaluation (2) and Educational Services		Bureau of Community and Adult Education						Total # Years for Each Area
		61	65	67	68	69	71	73	74	75	76	77	78	81(3)	82	84	
Basic Adult Education			X	X	X	X	X	X	X	X	X	X	X	X	X	X	20
General Adult Education		X	X	X	X	X	X	X	X	X(1)	X	X	X	X	X	X	24
Institutions of Higher Education		X	X														2
Civil Defense		X	X	X	X	X	X										11
Driver's Education & Safety		X	X	X	X	X	X						X	X	X	X	18
Approval of Private Occupational Schools		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	24
Veterans Education		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	24
High School Equivalency, Working Papers		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	24
Teacher Education			X														1
C.D. Hine Library					X	X	X	X	X	X	X	X	X				11
Compensatory Education Programs (K-12)						X	X	X	X	X							7
Program Evaluation, Measurement (Ele-Sec)									X	X							2
Early Childhood Education (Pre-School)									X	X							2
Educational Media, Audio-Visual (El-Sec)									X	X							2
School Library Services (El-Sec)									X	X							2
ESEA Title II (Elem)									X	X							2
ESEA Title III										X							1
Migrant Children's Program										X							1
Career Education											X	X	X				3
Community Education											X	X	X	X	X	X	9
Service Media Programs											X	X	X				3
Health and Drug Education (Elem-Sec)												X	X				2
Business/Industry Liaison														X			1
	Totals	7	9	7	8	9	9	7	12	14	9	10	11	8	7	7	

(1) Organizational Charts Do Not Reflect the Fact that for a Short Period, Adult Education Programs Were Assigned to the Bureau of Elementary & Secondary Education, While High School Equivalency Programs Were Assigned to the Bureau of Evaluation and Educational Services

(2) At This Point, All Reference to Adult, Continuing, or Community Education is Lost

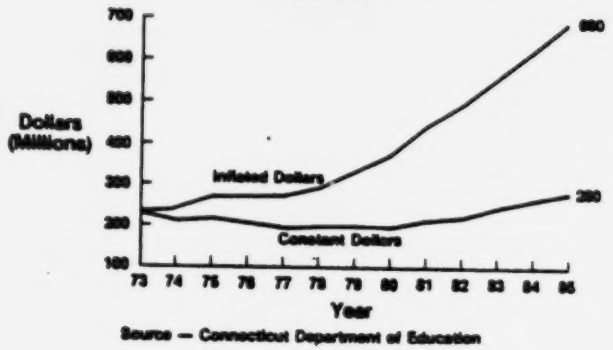
(3) Moved to Division of Vocational & Adult Education in a Reorganization

In large measure the frequent shift of adult education staff and functions is attributable to the overriding departmental focus on services to children in kindergarten through 12th grade. From the establishment of the Bureau of Community and Adult Education to the present day, it is clear that the Department and the Board have experienced a process which has called on them to focus ever more directly on their responsibility to adults. Now they are at the point where they will be called upon to make historically significant decisions regarding the recommendations made in this report.

The historical lack of attention is even morely clearly apparent when seen in terms of dollars. Exhibits 22 through 25 put funding for adult education programs in the context of total departmental expenditures. Exhibit 22 shows that when inflationary factors are discounted, total departmental general fund expenditures have remained relatively constant between 1973 and 1985. The increase noted beginning in 1981 is due primarily to guaranteed tax base funding aimed at local elementary and secondary schools.

Exhibit 22

DEPT. OF EDUCATION EXPENDITURES
1973-1985

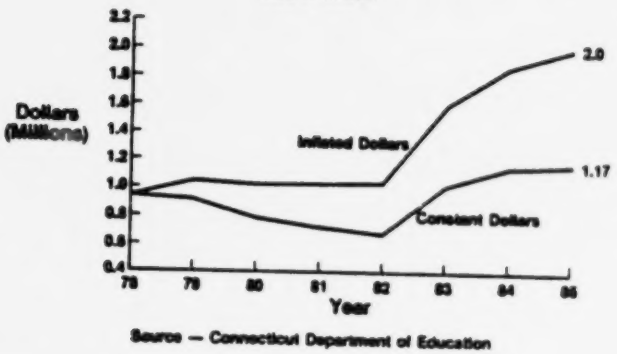


Source — Connecticut Department of Education

Exhibit 23 shows the same increased financial commitment for adult education by the state since 1982. The increase results from new state regulations passed in the 1981 session of the General Assembly which funds basic skills education on a formula basis. As the local school district financial commitment has risen, state funding has obligatorily increased as well to keep within the 30-70% shared cost requirement.

Exhibit 23

STATE FUNDING — ADULT EDUCATION
1978-1985

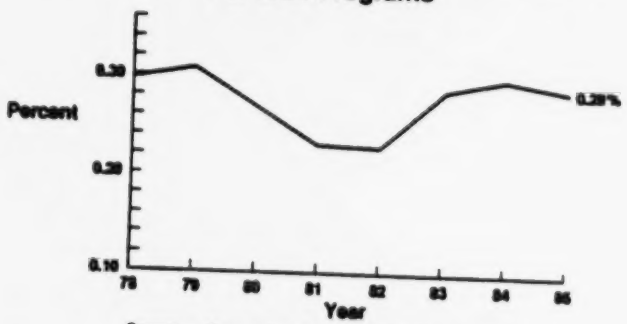


Source — Connecticut Department of Education

Exhibit 24 notes that in program year 1985 the State share of adult basic education expenditures will be only 0.29% of the total Department of Education costs.

Exhibit 24

STATE ADULT ED. EXPENDITURES
For LEA Programs



Source — Connecticut Department of Education

The allocation to the adult basic education program is one of few adult education expenditures in the Departmental general fund. The summary of funding sources for adult education (Exhibit 25) shows that in FY 1984, only a total of slightly over $6,000,000 in State funds went to all adult education activities. This figure represents only 1% of total General Fund Education Department expenditures for that year.

Exhibit 25

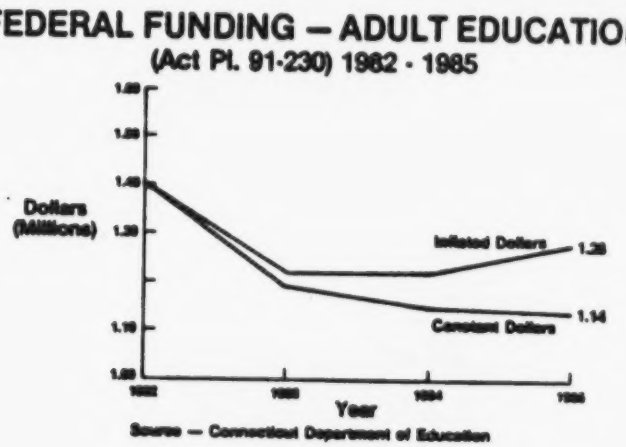
ADULT EDUCATION SUMMARY OF FUNDING SOURCES
FY 1983-84

	Funding Source		
	State	Federal	Total
Bureau of Community and Adult Education, Division of Vocational and Adult Education	$1,870,000	$1,218,746	$3,088,746
Division of Vocational Technical Schools	2,677,480	520,635	3,198,115
Bureau of School and Program Development, Division of Elementary and Secondary Education		774,510	774,510
Vocational Rehabilitation Program	1,508,819	575,185	2,084,004
Totals	$6,056,229	$3,088,075	$9,145,374

Source: Connecticut Department of Education

Serious consideration must be given to increasing the percentage substantially, particularly for basic skills education. Federal funds, historically a major source for basic education activities, have declined 3% since 1982. Federal budgetary policies indicate that continued decline is a probability. (See Exhibit 26)

Exhibit 26



SUMMARY OF INTERNAL ISSUES ANALYSIS

The previous array of charts and statistics illustrated, in broad fashion, the current state of programs providing adults with basic academic skills and vocational training. The Committee supports and encourages the many strong adult education program activities now underway. Yet the data shown, and other supporting material from various departmental reports, indicate that current efforts fall far short of today's need and will be totally inadequate for tomorrow's adult education requirements. Substantial changes must be made in the overall state/local delivery system. The following list summarizes the strengths needing to be capitalized upon and the program weaknesses needing to be minimized:

Internal Strengths:

- The Board has recognized the need to look systematically at issues affecting adult learners.
- Connecticut has the capacity and facilities to expand educational programming through local school district facilities and regional vocational/technical schools
- The State and the local school districts have human resources available to improve adult education.

- Connecticut has recognized the need for and increased the funding for adult basic education.

- Increased demand for all kinds of adult education in local school districts indicates the potential strength these programs have in reaching target populations.

- The success of some State training programs being used by the private sector indicates the potential strength that these programs have in meeting the needs of business and industry.

- State regulations requiring local school districts to initiate basic education programs for persons 16 years of age and older is a strength that should continue to be tapped. Programming provided includes:

    - English for adults with limited English proficiency
    - Elementary/secondary school completion programs
    - Americanization and citizenship.

Internal Weaknesses:

- Local school district authority over adult education programming results in differing levels of funding, varying course content, and mixed quality control.

- The departmental management structure overseeing adult education programs is complex and overlapping.

- The historical placement of adult education in the Department has created the perception that adult education is not as important an area of education programming as other areas.

- The mission of the State Board of Education and the State Department of Education regarding adult education in Connecticut is unclear.

- Other educational issues regarding K-12 may obscure adult education needs and priorities. For example:

    - Teacher Certification
    - Graduation Requirements
    - Governance of vocational education
    - Equalization funding
    - School closings

- Federal funding for adult education programming has not increased in constant dollars.

- Lack of control over state and local adult education funding levels and questions about the control of State funding to local school district for literacy and basic educational training are a weakness of the current system.

- The number of program participants as a percentage of the total possible participants indicates that adult education programs are not reaching the majority of the target population.

- Attrition from programs highlights difficulties in keeping adults in a program until course completion.

- The status of adult education programming in some local school districts as well as the diversity of commitment by the various local school districts to assign human and economic resources to adult education, is a pronounced weakness in the system.

- Questions about regulations concerning the certification of and contracting for adult education teachers weakens Connecticut's ability to attract and hire competent adult education instructors.

RECOMMENDATIONS

PLANNING PERSPECTIVE

The information gathered in the course of Phase II activities demonstrated to the Adult Education Study Committee that adult education should be a major educational focus for the Connecticut State Board of Education over the next 15 years. However, it also clearly demonstrated that, as they are currently configured, programs offered under the auspices of the State Board of Education cannot meet the adult basic education and training demands between now and the year 2000.

The policy and commitment of the State Board with regard to adult education should be radically updated and intensified to reflect the changing realities of society as it moves towards the 21st century.

POLICY COMMITMENT

In the 1974, the State Board of Education approved a policy that promised to eliminate adult illiteracy in the State by 1984. The statistics mentioned earlier demonstrate how far that policy goal is from being accomplished. The Committee urges the Board to realize that a strong commitment to adult education is the only way effective progress can be made to put adult education, specifically adult basic skills education, into the forefront of educational issues.

Therefore, before any critical actions are set forth, the Committee recommends that the State Board of Education exercise its responsibilities in the "general supervision and control of the educational interests of the state (Connecticut General Statutes 10-4)" by assuring that the educational interests and needs of Connecticut learners regardless of age are met in a high quality fashion. It recommends that the State Board of Education immediately draft and adopt a policy statement which contains the following comprehensive commitment to adult education:

POLICY

The State Board of Education must assume a conscious position of leadership with regard to adult education in Connecticut. The Board should exercise the same level of commitment in the education of adults as of children, in dealing with concerns, equity, competency, standards and innovation. This leadership must be reflected in setting the goals of equity and excellence in learning programs for adults, as well as for children, in acquiring the resources to achieve those goals, and in establishing policies that make learning programs for adults a major educational concern. Adults, in this perspective, include all persons 16 and over not currently enrolled in a K-12 school program.

A. The State Board of Education should specifically identify adult basic skills education, as well as adult vocational job skills training, as a main educational priority for the State and it should charge the State Department of Education with the responsibility to:

- develop and execute strategies to improve the standards and quality of adult education programs;
- assist local education agencies and other relevant organizations in identifying and educating undereducated adults to be able to enter the work force or to participate in occupational skill training;
- initiate research, planning, and assessment activities which advance the cause of adult learning statewide;
- initiate activities in which the State Department of Education will work aggressively with private sector groups and other public institutions to develop basic skills education and skill training programs to ensure a competent labor force;
- recommend legislative, regulatory, and organizational changes necessary to improve adult education and ultimately to reduce the numbers of undereducated and undertrained adults in Connecticut.

B. The State Board of Education must develop policies and programs to encourage, expand, and improve adult education programs in public schools throughout the State. Connecticut adults should have the opportunity to use their public schools to participate in learning programs that will benefit them in personal, occupational, and academic aspects of their lives.

C. The State Board of Education must exercise its regulatory responsibilities to protect and provide for adult students as vigorously as it protects and provides for children in pre-school through secondary school environments.

SETTING DIRECTION

Reflecting upon the need for specific and sustained action to bring adult education to a point where it can be a positive influence on the State's welfare, the Committee set five strategic directions for program improvement:

I. Clarify the Department-wide organization and responsibilities of adult education.

II. Develop and allocate resources to provide effective adult education programs.

III. Ensure accessibility to adult education programs.

IV. Promote awareness of the increasing economic need to educate adults 16 years of age and older who are out of school and do not possess the basic skills necessary to function adequately in our society.

V. Actively encourage, develop, and implement adult education programs to meet public/private sector needs.

Each of the five directions above addresses a different aspect of the overall concern for program improvement. Each direction has to be followed with its own series of separate recommended critical actions which are stated and described in the next section.

To the extent that each critical action is undertaken and achieved, the future potential of adult education is increased. Yet, because the programmatic problems are so complex and their solutions so dependent on networks of resources and structures, real improvement will happen only when all five areas of action are simultaneously attended to.

CRITICAL ACTIONS

I. Critical actions to clarify the department-wide organization and responsibilities of adult education

1. Implement effective and coordinated management of adult education programs within the State Department of Education, including establishment of a division of adult education. (See Appendix C.)

   Comment: Currently, responsibilities for adult education programs and services are spread throughout the Department and in most instances clearly subordinated to interests concerning K-12 education. The Committee strongly believes that the position of adult education should be elevated and that a division of adult education services should be created. All responsibilities for educational services to adults would then be assigned within that division. Appendix D itemizes the proposed functional content of the division.

2. Develop and maintain the following computerized inventories:

   - all adult education programs supported or regulated by the State Department of Education;

   - all known adult education basic skills programs, English language prep programs, and vocational/technical programs conducted in public schools, community organizations, private occupational schools or institutions of higher education. The inventory should be electronic and updated on a current basis.

   Comment: It is imperative for economic and programmatic reasons that Department of Education and the Department of Higher Education coordinate their activities. This bridging of education services is most important. Currently, the State Department of Education does not have a complete inventory of adult education programs. Developing this inventory is a necessary first step in organizing the State to provide effective adult education.

3. Enforce the statutory requirement that local school districts allow 16 and 17-year-olds, not enrolled in day school programs, to participate in adult education programs.

   Comment: The Committee realizes that these youth are among the most difficult groups to deal with in educational settings. Yet enforcement is critical so that those youth who have dropped out, particularly for economic reasons, are not left without access to education. Special resources may be needed to assist adult education programs in working with these students.

4. Include adult education as a major aspect of the Priority School effort.

   Comment: In the same manner that State Department of Education identifies critical K-12 programming needs in underserved communities, so should it identify and serve critical adult education needs.

5. Allocate research funds and human resources within the Department to increase knowledge of adult learning and adult education services.

   Comment: A clear key to program improvement is learning how to plan and execute programs targeted to district learning needs. Serious study is needed to move program planning beyond "trial and error" operations.

6. Implement the recommendations of the Joint Study Committee on Post Secondary Vocational, Occupational and Technical Programs with specific attention to those relating to determining "primary provider" for specific adult education programs.

   This report gives clear responsibility to local school districts as primary providers of adult basic skills education.

II. Critical actions to develop and allocate resources to provide effective adult education programs

1. Present legislative proposals to the General Assembly to revise to the current state/local sliding scale formula for funding to an 80%-30% scale.

   Comment: The Committee believes that if the State is serious about reaching the thousands of adults in need of literacy training and basic education, then it should increase its commitment to the support and expansion of basic skills programs.

2. Set uniform requirements, either through legislative or regulatory procedures, for adult education basic skills programs in the following areas:

   - awarding diplomas and other adult education certificates;
   - duration and location of programs to reach target populations;
   - minimal levels of program services for the size and diversity of target populations within the school district;
   - use of full-time administrative staff on either individual district or regional basis.

   Comment: Major inequities occur in the quality and the extent of basic adult education program offerings throughout the state. State Board leadership is necessary to set administrative and instructional guidelines so that students wherever they may live can participate in a credible and efficient program.

3. Establish competency based certification criteria for adult education adminstrators, instructors, and counselors. (See Appendix E)

   Comment: Experience in elementary or secondary school education is not always suitable preparation for working in adult education. As adult education needs become increasingly complex with advances in technology, it is vital that adult education providers be given flexiblity in hiring the most qualified staff they can.

4. Urge local school districts to increase the numbers of adults participating in adult education and expand local adult education opportunities by:

   - using excess capacity in school buildings for day, evening, or weekend adult education activities;
   - developing pay scales for adult education professionals which reflect the market-sensitive nature of adult education courses.

   Comment: If adult education providers are to attract qualified staff, it is important that they have flexibility in offering appropriate compensation. This may be more critical in highly technical programs offered within the broad spectrum of potential adult education activities..

Adult education programs, including both basic education and general interest courses, can be a significant part of a school district's operations and reflect favorably on the district's position in the community. District administrators must be open, however, to the possibilities of using their facilities for adult learning. They must also be sensitive to the fact that adult education programs need flexibility to be attractive to consumers.

III. Critical actions to ensure accessibility to adult education programs

1. Monitor to be sure that all instructional programs for adults provide access to basic skills education for those who need it. Access refers to the following:

   - location of programs where the need is;
   - easy availability to the target population of appealing information and registration material;
   - availability of support services to accompany instruction, including such services as child care, transportation, and personal, academic, and occupational counseling.

   Comment: If the State Board of Education is committed to increasing the numbers of educated adults, it needs to be sure that barriers to participation are eliminated.

2. Assure that by 1990 all adult basic skills programs (supported with state or federal funds) are competency based. (See Appendix E.)

   Comment: Competency based education is a complicated process, but it recognizes the fact that learning must take place and be assessed in terms of its utility in the real world. Adults learn for pragmatic reasons; good programming, therefore, should be designed to reflect this fact.

3. Expand the support services available to adult basic skills programs through the following:

   - develop a legislative proposal which requires child care services to be available for basic skills students who are custodial parents;
   - initiate legislative or regulatory changes to permit funds available for adult education under CGS 10-69 to support student transportation costs;
   - require all adult education programs supported with money granted by the State Department of Education to include formal counseling services;
   - develop and award incentives for those instructional programs which make support services available through collaboration with other groups.

Comment: Most potential students among the target population groups need substantial support to keep them in programs. Unless serious efforts are made to upgrade and sustain support services, substantial program attrition will continue.

4. Develop a formal system for coordination with agencies at state and local levels to increase the participation of the target population in basic skills adult education programs and improve program linkages to other client services.

Comment: Currently, other State departments provide programs and services for adults. These departments include Higher Education, Human Resources, Income Maintenance, and Labor. It is important that they and their local counterparts be coordinated to avoid having potential participants "slip through the cracks."

5. Develop and promote models to improve the quality and accessibility of adult education programs. Specific kinds of activities include the following:

- expand the regional adult education program delivery model;
- develop a planning model to help programs identify the kinds and location of basic skills programs needed;
- expand the home-study tutorial model;
- initiate a program model linking local school district basic skills programs with area vocational/technical school training programs;
- identify and disseminate good examples of effective approaches to recruiting and educating target population students;
- develop a model for a regional couseling center.

Comment: Basic education programs often need non-traditional ways to recruit and serve the undereducated. The Department of Education should make concerted efforts to expand delivery models which already have proven themselves to be appropriate and efficient. It should also continously strive to find other suitable alternatives.

IV. Critical actions to promote awareness of the increasing need for adult education

1. Develop and execute, in an on-going fashion, a statewide adult education public awareness campaign. The campaign should use radio, television, newspapers, and other media to do the following:

- notify adults in need of basic skills education of its availability;
- inform the general public of the size and importance of the adult education issue.

Comment: To make an impact on reducing the numbers of undereducated adults, many more people must attend adult education classes. A sophisticated public relations campaign is absolutely necessary to inform potential students and to direct them to program opportunities. Experience has proven that limited local advertising efforts simply do not reach the adults most in need of education.

2. Implement on-going training programs to acquaint superintendents of schools and members of local boards of education with the possibilities, costs, and resources of local adult education programs. The training programs could be developed in conjunction with the Connecticut Association of Boards of Education, Connecticut Association of School Administrators, and the Connecticut Association for Public School Adult Education.

Comment:Many local policy makers and managers have limited or out-dated notions of what public school adult education is and how it can improve their systems. Unless they learn how to operate their adult education programs effectively, adult education ideals will not get translated into programmatic reality.

V. Critical actions to actively encourage, develop and implement adult education programs to meet public/private sector needs

1. Assign specific responsibility within the department to develop and maintain relationships with employers and agencies providing adult education/training programs.

Comment:The unit established to promote and market adult education should also be responsible for working with private industry.

2. Assign responsibility to work with other agencies and programs such as JTPA or Jobs for Connecticut's Future to determine with minimal duplication the following kinds of information needed for adult training programs:

- current and future training/retraining needs
- appropriate curricula for training courses
- suitable sites, including the work place, for training programs.

Comment:This action overlaps with a number of others concerning liaison functions. The main point is that unless these relationship responsibilities are clearly delineated, they will not be handled.

FINANCIAL IMPLICATIONS AND TIMELINES

Making substantial changes for adult education programs is a time consuming undertaking. New endeavors and intensified programs will also need added resources. Leaders must make keen choices about how and where to find the essential new monies and personnel.

To facilitate decision making on the part of the State Board of Education, the Study Committee has developed suggested timelines and range of costs for implementing the critical actions.

The timeline reflects the decisions of the Study Committee regarding the sequencing of recommended critical actions. For example, the first action calls for strengthening the current program of adult education before aggressive recruitment of additional students takes place.

Examination of the timeline will indicate a planned, evolutionary process toward meeting the educational needs of adults in the State of Connecticut toward the year 2000. Obviously it is easier to plan for meeting adult educational needs to the year 1990 than it is to develop a detailed timeline to the year 2000.

Yet, consistent with strategic planning processes, the framework is set for the programmatic directions to be taken in the final decade of this century. By alerting the Board to impending social change, the committee can help the Department of Education position itself to meet the State's educational needs.

Also clearly important is the need to consider the financial implications of this report. The Committee has attempted to develop suggested timelines for implementing its recommendations (see Chart B following). It has also completed a preliminary estimate of costs for doing so. Over the next five years, from 1985-86 through 1989-90, the aggregated cost might approximate $10,300,000.

In addition, the Committee assumes on the basis of the data that more and more students will be finding their way to adult education. In fact, this trend must be stimulated if Connecticut is to remain economically sound. The costs of such enrollment increases are difficult to calculate, but at the present cost per pupil figure, $55, each additional 1,000 students served might be estimated to cost $55,000. Chart A which follows elaborates on the potential benefits of investments in adult education to the year 1990.

The amount required is substantial, but the need is real. In looking at the sources of money, the Committee suggests that consideration be given first to the reallocation of funding. At present, only 0.29% of the State Department of Education budget is dedicated to adult basic skills education. In addition, it is clear that the Department must seek additional financial support from the taxpayers.

ACTION PLAN FOR ADULT EDUCATION
SUMMARY OF BENEFITS AND ESTIMATED PROGRAM COSTS

CHART A

ACTION PLAN FOR ADULT EDUCATION
SUMMARY OF BENEFITS AND ESTIMATED PROGRAM COSTS
($000's Dropped)

	1984-85	1985-86	1986-87	1987-88	1988-89	1989-90
Funds for Base Program	$2,400	$2,740	$2,900	$3,000	$3,200	$3,300
Funds for Implementing Critical Actions	0	218	2,127	2,858	2,822	3,015
Total Funding Required (TFR)	$2,400	$2,958	$5,027	$5,858	$6,022	$6,315

New Benefits to Adult Education	• Policy Statement	• Adult Education Division	• Public Awareness Media Campaign	• Regional Adult Education Program (1 New Region)	• Regional Adult Education Program (1 New Region)	• Regional Adult Education Program (1 New Region)
	• Increased 16-17 Year Old Participation	• Adult Education Program Inventory	• SDE Public Awareness Program	• Dissemination of Information on Effective Programs		
	• Inclusion in Priority School Effort	• Research Funds	• Uniform Adult Education Requirements and Minimal Standards			
		• Implemented Recommendations of the Joint Study Committee on Post Secondary Vocational Occupational, and Technical Programs	• Competency Based Certification			
		• Access to Adult Program Monitored	• Competency Based Programs			
		• Incentive Program	• Child Care Proposal			
		• Coordination Between State and Local Agencies	• Allocation of Transportation Funds			
		• Planning Model	• Formal Counseling Services			

- Basic Skills Linked to V/T Schools
- On-going Training
- Work with Employers/ Employees
- Work with Other Agencies
- Regional Counseling Centers
- 80%-30% Funding
- Regional Adult Education Program Delivery (2 New Regions)
- Begin Home Study Tutorial Programs

	1984-85	1985-86	1986-87	1987-88	1988-89	1989-90
Per Pupil Cost (PPC) (Zeros Not Dropped)	$55	$87	$114	$129	$136	$144

Note: Per Pupil Costs (PPC) Assume a Constant Base of 44,000 Students.
To Estimate Expansion Costs Use Per Pupil Cost (PPC) Above and Multiply by Number of Students to Be Added to the Program in a Specific Fiscal Year.

Expansion Example: Should You Act to Add 6000 Students for FY 84-85 the Cost of This Student Expansion Can Be Derived by Using the Following Computation.

1. $55 (PPC for FY 84-85) x 6,000 = $330,000 Expansion Cost (EC)
2. Add EC to 1984-85 TFR to Arrive at New Estimated Total Funding Required. The Total is $2,730,000.

Footnotes

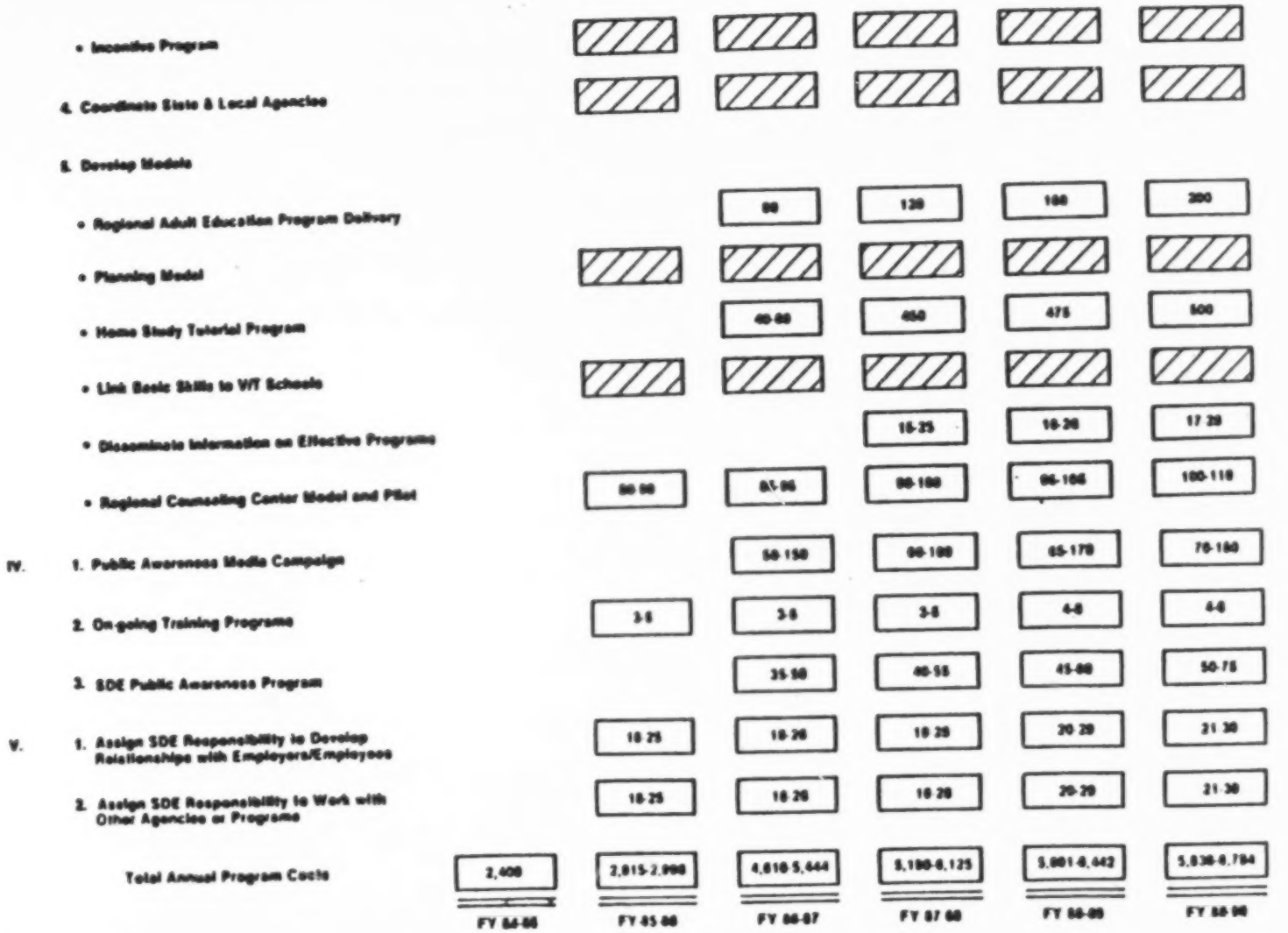
A. All Dollar Estimates Reflect Only the State's Share of the Cost
B. Funds for Implementing the Critical Actions Represent the Midpoint of the High and Low Estimates for the Specific Fiscal Year.

ACTION PLAN FOR ADULT EDUCATION
IMPLEMENTATION BAR CHART AND ESTIMATED PROGRAM COSTS

CHART B

ACTION PLAN FOR ADULT EDUCATION
IMPLEMENTATION BAR CHART AND ESTIMATED PROGRAM COSTS ($000's)

No.	Actions	FY 84-85	FY 85-86	FY 86-87	FY 87-88	FY 88-89	FY 89-90
	Adopt Policy Statement	▨					
I	1. Create Adult Education Division		N/P	N/P	▨	▨	▨
	2. Computerize Education Program Inventory		25-75	30	21	22	23
	3. Insure 16-17 Year Old Participation	▨	▨	▨	▨	▨	▨
	4. Include A.E. in Priority School Effort	▨	▨	▨	▨	▨	▨
	5. Allocate Research Funds		25-30	30-32	30-33	30-36	30-37
	6. Implement Joint Study Committee Recommendations		▨	▨	▨	▨	▨
II.	1. Funding (Base Year 84-85/Foundation 30-80%)44,000)	3,400	3,740	3,900	3,000	3,200	3,300
	2. Set Uniform Requirements and Minimal Standards (Base Year 83-84/41,000)			800-1,200	800-1,300	800-1,300	800-1,400
	3. Competency Based Certification			35-50	▨	▨	▨
	4. Expand Local Adult Education	PPC = N	PPC = N	PPC = N	PPC = N	PPC = N	PPC = N
III.	1. Monitor Access to A.E. Programs		▨	▨	▨	▨	▨
	2. Assure Programs Are Competency Based			▨	▨	▨	▨
	3. Expand Support Services						
	• Develop Child Care Proposal			▨			
	• Allocate Funds for Transportation			N/P	N/P	N/P	N/P
	• Formal Counseling Services			600-750	625-800	650-825	800-875



Footnotes

A. All Dollar Estimates Reflect Only the State's Share of the Cost

B. Program Costs Have Been Adjusted for Inflation

C. Creation of a Division of Adult Education Would Require Many Policy Decisions. Because of This, the Committee Did Not Attempt to Estimate a Cost

Key

= No Additional Appropriation of Funds Required to Implement Program

25 - 50 = Indicates Additional Funds Required for Action Implementation

N/P = No Projection

PPC x N = Per Pupil Cost Times Number of Additional Students. (For Example of Expansion See the Bottom of Chart A)

CONCLUSION

The Adult Education Study Committee research and statistics show that there are large numbers of adults in Connecticut that need educational services spanning basic skills instruction through specific occupational training and retraining. Indicators also show that the need for adult education services will expand in the future as a result of changes in society and technology.

The challenges of the 21st century are before us. Yet the current availability and quality of adult education programs are inadequate and lack clear direction. Therefore, we believe the State Board of Education and State Department of Education should exercise aggressive leadership through planning, developing policies, and providing funds which are focused on meeting the basic educational needs of adults.

The Adult Education Study Committee believes that it has set the direction for adult education programming through the end of the century. Its proposed critical actions offer some specific steps through the first five years. As it approaches the year 1990, the Board should convene another study group to help develop the series of critical actions for the next five years. Through strong adult education programs, the State Board of Education can help Connecticut's citizens face the new century and discover a future they can make for themselves and their children.

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APPENDICES

APPENDIX A: ADULT EDUCATION OVERVIEW AND MAJOR PROGRAM DELIVERERS

I. Adult Education is

- i.e. basic skills and survival skills
- high school completion
- English as a second language (ESL)
- occupational training and retraining
- avocational and recreational learning
- pre-retirement preparation

In most instances adult education refers to organized learning programs for individuals 16 and over not enrolled in formal degree or credential bearing programs.

II. Major Deliverers of Adult Education include:

-local public schools - basic and survival skills, ESL, high school completion, avocational learning, some occupational training, some pre-retirement

- vocational/technical schools - occupational training and retraining (mainly through extension divisions)

- higher education institutions - occupational training and retraining, avocational learning, some pre-retirement, some remedial education (mainly through extension divisions)

- employers - occupational training and retraining

- others such as libraries, professional organizations and the like - (education can be both formal and informal)

III. Major Users of Adult Education Programs:

- undereducated adults: basic skills, high school completion, ESL, occupational training

- occupationally displaced (including unemployed, laid-off workers, displaced homemakers): occupational training and retraining

- senior citizens: avocational learning, survival strategies, high school completion

- educated adults: occupational retraining, avocational learning, pre-retirement

- learning disabled: basic skills, occupational training, survival skills

IV. State Department of Education programs related to adult education

1. basic skills (literacy, high school completion, ESL)

   a. delivery agent : local public schools, some community based organizations.

   b. funding: *state funds/local funds on formula match (CGS 10-69), federal funds (PL91-230), some JTPA funds, other grants and revenues.

2. occupational training and retraining

   a. delivery agent: vocational/technical schools, community colleges, private post-secondary institutions, some local public schools, some community based organizations, some Private Industry Councils.

   b. funding:JTPA, *Vocational Education Act (federal) funds, student tuition costs, other grants.

3. avocational learning

   a. delivery agent: local public schools, private entrepreneurs, service agencies.

   b. funding: *student registration and tuition fees, local town appropriation, agency budgets.

* Major Funding Source

APPENDIX B

DEFINITIONS

1. Adult Basic Skills Education:
   Means instruction or services below the college level for adults who do not have the basic skills to enable them to function effectively in society or do not have a certificate of graduation from a school providing secondary education (and who have not achieved an equivalent level of education).

2. Basic Skills:
   Those skills necessary to enable each individual to function responsibly, and with reasonable consistency, in multiple roles. Among those skills are the ability to read, write, and speak English; to understand and use basic mathematics; to reason; to select, interpret, and apply information; to analyze problems and reach sound decisions.

3. Limited English Proficiency:
   Those instructional activities designed to assist adults who have difficulty in speaking, reading, writing, or understanding the English language.

4. Secondary School Completion:
   Those courses and activities that enable an adult to complete secondary school or to prepare for the General Educational Development exam, also known as the high school equivalency test.

5. Training:
   Formal skill oriented instruction designed to prepare individuals for employment.

RESOLVING THE DILEMMA -- WHERE DO WE GO FROM HERE?

Patrick Mullarney, Ph.D.
Linda Lewis, Ed.D.

> The current generation of mature adults represents the first generation faced with managing a culture different in kind from the one transmitted to them. As Toeffler predicted, we are living in an age where the only predictable thing is change itself. It is the death of permanence!

In an era where truths are becoming untruths in the light of advanced knowledge, several facts and assumptions about the nature of this changing society have direct relevance for the adjustment of adult education in the national network of learning opportunities. John Naisbitt in his recent book, MEGATRENDS, outlines and discusses ten major directions which are transforming our lives and setting new directions for our society. Naisbitt talks about a paradigm shift from an industrial age society to an information age society.[1]

With the industrial paradigm, the economy was based on mass industrialization, expanded service, and a less labor intensive agriculture. In the communial/political area, there was a focus on urban/metropolitan areas with politics and government expanding in scope. There was an emphasis on the nuclear family, individualism, and a large number of interest based groups formed.

In the human learning system, the family, community, church, and college were important. Schools were extremely important for training and learning, and the workplace and media played only a minor role.

Future society is an information age paradigm. Economically, there is a shift to high technology with intense international competition. There is a

sense of major challenge to business and the American way of doing business. Although there is still an emphasis on the urban/metropolitan way of life, there is a definite sense of loss of community identity. Media-based politics with declining participation by the average person is increasing. It is fashionable to call for renewed civic literacy. For people, there is a high sense of individualism with a sense of loss for the family and community. The nuclear family is rapidly becoming an institution of the past with the high divorce rate, childless marriages, people living together without marriage, and several single parents heading households. Society is coping with new rules. The individual is more important. "Do your own thing" is the theme.

What does this mean for the human learning system? The roles of the family, community and church have decreased. Schools and colleges have also decreased in their importance in the learning business. The workplace and the media have taken on new high importance for the individual.

High tech/high touch is a second major trend. With the technology explosion, many people are feeling removed from the personal side of themselves and life. With the increase in the use of robots and other technological advances, there must be a corresponding advance in the personal areas where people feel in touch with themselves and some sort of communial feeling. There will be an increase in leisure time activity as well as more time for leisure. With the high tech world, the entry skills of the workers must be higher and in some cases more specialized. One could predict that learning will occur more in the home and the workplace using video equipment, micro computers, cable television, video disks, etc. However, with the high touch side of this scene, somewhere the student will want the personal interaction with a teacher. This will require more creativity on the part of the educator and flexibility on the part of the delivery system.

Our society is moving from a national economy to a world economy. This shift will require different attitudes towards other nations and peoples in the world as well as our role in the world's economy. No longer can an isolationist policy or mindset be used. People will have to be taught about other cultures, languages, and to think in a more global fashion. This situation also suggests that the United States is no longer the major power in shaping the world's economy.

Too often the industrial mindset has been to deal with the immediate crises and cover themselves until the next event, meeting, budget or whatever. In the new society, there is an emphasis on long range planning and thinking. There is a clear move from short term to long term thinking. Organizations which have adopted this mode of planning, are proving themselves very successful according to Naisbitt. Adult Education must adopt this type of planning. To merely help 600,000 people gain a high school diploma does not even begin to address the needs of the adult population in today's society let alone tomorrow's.

The trend from centralization to decentralization is an important concept. We are seeing an attempt to decentralize with the shift of programs from the Federal level to the State level. Of course, there are those who would say that it is a political ploy to shift the responsibility and the financial burden away from Washington. This is an important issue for the State Department of Education in their attempt to move locals to provide the programs and resources necessary to serve the people. There has to be a process for State direction while accommodating the individual needs at the local level.

With the paradigm shift, the role of formal institutions particularly educational institutions will have a diminished role in the learning for

adults. There is a move from institutional help to self-help. Adults will be able to acquire skills from home computers, self-study guides and software, opting in and out of learning offerings which will be available on a needs basis. With this shift, the entry skills of people will have to be higher placing an ever increasing burden on the K-12 system to prepare people with those traditional basic skills as well as critical thinking and process skills.

There is a trend from representative democracy towards participatory democracy. The roles of parties are diminishing. People are beginning to break ranks and participate as they choose. There will be a need for people to know how to participate in the system. There is a call for civic literacy. For adults who have not participated in their government processes, they will need to know the processes, and they may experience new ways to participate, e.g., computer voting from their homes using their touch-tone telephones.

In the new paradigm, hierarchies are shifting to networking. The pyramid approach to organizations is no longer working. Business and industry do not necessarily share the same values and outcomes as educational organizations. Industry has the major task of making a profit. Only recently, in light of new human resource development trends, is industry looking at adult learning as a new management tool for having their workers work "smarter." If education can help business achieve its objectives, then it is valuable to the business and the student.

The shift from the North to the South has serious effects on both geographic areas. The people in the North who remain in the area have to be retrained or relocated. The people in the South may also need new training to accommodate the skills which will be required of the new industries. It has been said that Connecticut's most valuable natural resource has been skilled labor. Is, or will, this be true in the future?

The last shift that Naisbitt talks about is the shift from the either/or situation to the multiple option situation. This shift will require a great deal of retraining not only in identifying options but also using the process for choosing the potential solutions. Up to this point, people have looked at life in a linear fashion. The new plan must be the blended life approach. The adult will have to learn the process of choosing and making several transitions throughout his/her life.

CHANGING PERSPECTIVES

With these shifts and new technology, it is imperative that any look into the future be bold and flexible. This imperative is devastating for most bureaucratic organizations because the new system must be small and flexible, catering to the individual. This is diametrically opposite to the large, unyielding policy for everyone which organizations such as State departments of education and universities implement.

Not only will adults need to be able to respond to the changing employment demands and develop transferable skills in the decades ahead, but they will aso need to acquire keen competencies for coping with and managing the effects of change. This "human gap," a new term coined to refer to the distance between the growing complexity of society and the ability of adults to cope with it, will be closed only through the acquisition and practice of new skills, new methodologies, new attitudes and new values for living in a changing world.[2] These skills may be difficult to acquire from traditional organizations designed to maintain and transmit values and skills of yesterday. Adaptability will become essential.

Before tackling the adult education issues, one needs to look at K-12 education. Students will have to acquire skills which can be called upon and available throughout the course of the lifespan. At the core of functional skills necessary to survive in the technological society will be:

1. evaluation and analysis,
2. critical thinking,
3. problem-solving,
4. organization and referencing,
5. creativity,
6. decision-making with incomplete information, and
7. synthesis.[3]

The truly frightening situation is that we may have to bypass a total generation to implement the new education. By this I mean that we are trying to give thousands of adults some basic skills in Adult Basic Education programs. When these people graduate, they will still be lacking in the ability to function in the new society as it will have progressed faster in skill demands than the students acquired them. This situation is even worse for teenagers and minorities. These people will continue to comprise a sizeable portion of new labor force entrants by the end of the decade. Women also place new demands on the system. Therefore, it may be necessary to help these people, today, function but place the main focus on the elementary and secondary school youth while preparing for the new lifelong learning adult of tomorrow.

TAKING COUNT

The population of the United States has increased throughout this century and is expected to reach 244 million by 1990.[4] The reduced birth rates which followed the post-World War II are reflected in the country's changing demographic profile. By 2010 because of the maturation of the baby boom generation, the proportion of older to younger will rise dramatically. Not only will this situation require different services and opportunities, these people will also have different values from ours or the next generation. What

must be remembered is that our values were formed in the 1930-1950's. The values in those days are different than the values formed by subsequent generations. Witness the paradigm shift. The best we can do for the moment is to build a process which will accommodate the different inputs and "keep on dancing."

Current demographic data from the National Center for Educational Statistics, indicate that adult learners are disproportionately young, white, and well-educated.[5] Blacks, Hispanics, those with less than a high school education, and people with incomes under $8,000 are significantly underrepresented in organized learning activities for adults. As white, well-educated adults with good jobs are already overrepresented on the adult education scene, the education gap between the "haves" and the "have nots" is dangerously close to being perpetuated in the years ahead. If a broad social effort is not made to acknowledge the desirability of lifelong learning, and adult education is left to entrepeneurs, the tendency to cater to affluent, well-educated adults will determine the kind of educational opportunities which will be available. While some success has been achieved in the battle for equal education opportunity for 18 year olds, the issue of the 30-80 year old is the concern of tomorrow?---TODAY.

MOVING AHEAD

American society is moving away from the "linear life-plan" in which education is for the young, work for the middle-aged, and leisure for the elderly, to a "blended life plan" in which education, work and leisure con-

tinue concurrently throughout life.[6] This has serious implications for our traditional thinking, values, and formal educational programs. In the world of tomorrow, the good life will be characterized as one which is a blend of part-time involvements with work, study, and leisure. Unless the formal education system can accommodate this need, non-formal, private educational opportunities sponsored by a variety of education providers, are likely to dominate the future of the learning society. And frankly, there will be little that state departments of education will be able to do about it. Non-traditional adult learners (non-tradition not only in learning style but also in how and when they choose to learn) are demanding changes in the formal institutions today.

In the coming years, a growing number of older people with higher educational attainment than their parents, will create a demand for educational opportunities which do not currently exist. It also should be noted that the higher educational attainment may not be in terms of formal degrees and diplomas or acquired from the traditional formal educational system. Not only will rapid technological change intensify the need for lifelong learning, but increase leisure time, shortened work weeks, early retirement, and increased life expectancy will create new demands and challenges for adult education.

Therefore . . .

Demographic shifts in population will increase the demand for goods and services in areas of high projected growth. Continued expansion of the service sector, coupled with the burgeoning growth in the computer and telecommunications fields, in robotics, and high-tech advancements are expected to create many new employment opportunities throughout the coming century. The personalization of computers will provide an entirely new method of trans-

mitting knowledge without regard to one's location or proximity to educational facilities. The combination of video discs and microcomputers will permit the direct delivery of educational services to homes or worksites, at convenient times, and in a format paced to the learner's individual needs. Programs that have not yet successfully adapted their procedures and offerings to the needs of adult students will find the new technology will force them into flexibility or out of business.

Technology transfer will involve a sophisticated mix of information and technical resources. It will involve the acquisition of knowledge and the practice of skills to make it useful. Most importantly, it will involve learning across the economic scale from the most to the least educated individuals. This will require a blend of:

1. basic literacy competence;
2. work skills;
3. the capacity to learn new work skills;
4. the development of generalized competencies for the world of work; and
5. the ability to synthesize the use of skills.[7]

Clearly, long-term solutions must be preventative, not just remedial. By viewing education as a vital factor in economic growth, it follows that to build a producive productive society, individuals not only need to learn, but need to learn <u>how</u> to learn.

In the years ahead, adults will need to focus on successful transitioning -- transitions from school to work, work to leisure, on the job transitions, and transitions from work to no work and/or retraining.

Issues for the coming decade converge around the question of how the adult and vocational system can become more closely attuned to occupational

growth areas in order to more effectively meet the training needs, challenges, and concerns of adult learners. What role can adult ecucation play in re-training experienced workers who face long-term unemployment due to job dis-placement? In a consumer's market, how can providers keep fees in line and still maintain quality? What co-operative ventures can be developed to integrate educational programs, apprenticeships, job search activities, and employment-related programs? These are just a few from the plethora of questions needing to be grappled with as adult educators monitor, analyze, and better understand this fact in changing a society. Major issues converge around the problems of access, delineation of function, quality assurance, and economic revitalization.

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APPENDIX D

PROPOSED DIVISION OF ADULT EDUCATION

Bureau of Adult Basic Skills and Continuing Education	Bureau of Employment and Training	Bureau of Local School Staff Development and Certification
Functions	Functions	Functions
1. Program development, monitoring, and evaluation	1. Post secondary occupational schools (non degree granting)	1. Professional development plans and programs
2. Special projects	2. Federal job training programs	2. Teacher and school recognition
3. State high school diploma - GED testing - awarding diplomas	3. Displaced homemakers	3. Certification
4. General public school adult education	4. Veterans' programs	4. Teacher preparation and program approval
5. Community education	5. Vocational/Technical school adult education activities	
6. Senior citizen programs	6. Liaison with business/industry	
7. Parenting activities		
8. Public awareness campaign		

Competency Based Adult Education

Competency Based Adult Education is a performance-based process leading to demonstrated mastery of basic and life skills necessary for the individual to function proficiently in society.[1]

Components of a Competency Based Program

-Prescribed outcomes
-Clear standards of Performance
-Pre-and post-instruction assessment
-Timely and specific feedback
-Adult oriented content

Structurally, Programs are Organized To:

-Offer multiple opportunities for instruction and testing
-Flexible processes
-Focus on the needs and characteristics of adults[2]

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[2]Nickse, Ruth, CBAE: Linking Education, Human Services, Business and Industry. Boston, Mass: 1982